

January 30, 2019  
Revised February 12, 2019

Del Monte Warehouse  
1501 Buena Vista Avenue  
Alameda, California

## SECRETARY OF THE INTERIOR'S STANDARDS COMPLIANCE ASSESSMENT

### INTRODUCTION

TreanorHL was retained by the City of Alameda to assist in evaluating proposed changes to an approved project at the historic Del Monte Warehouse in Alameda, California. The subject property is currently listed on the City of Alameda Historical Monuments list.<sup>1</sup> When the building was added to the Historical Monuments list it was also identified as appearing eligible for the National Register of Historic Places under Criteria A and C.<sup>2</sup> Therefore, the building is considered a historic resource as defined in Section 15064.5 of the California Environmental Quality Act (CEQA) Guidelines.

This report provides a project description and an analysis of the changes between the approved project (2017) and the proposed changes. These changes include both exterior and interior alterations to the Del Monte Warehouse. The proposed design is reviewed for compliance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (the *Standards*), in order to determine if the project would result in a substantial adverse change in the significance of or cause an indirect impact to the Del Monte Warehouse as defined at CEQA Guidelines 15064.5(b).

### METHODOLOGY

A site visit to the building was conducted on January 23, 2019. The existing physical conditions of the building and its surrounding context were reviewed, and significant architectural features were identified at that time. Additionally, a review of previous reports and drawings showing the approved project and proposed changes were undertaken. Reviewed materials include:

- Del Monte Warehouse December 2018 Modifications, BAR architects with details of revised windows dated 1/28/2019.<sup>3</sup>
- *Compliance with the Secretary of the Interior's Standards* memorandum by Christopher VerPlanck, February 24, 2014.
- *Proposed Window Replacements* memorandum by Christopher VerPlanck, February 22, 2017.

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<sup>1</sup> The Del Monte Warehouse was designated City Monument #28 on February 3, 2004 by Resolution No. 1379, "Designating the Del Monte Building City Monument #28." City of Alameda Historical Monuments, Del Monte Building, Revised 5/14/2013, p 1.

<sup>2</sup> James M. Flint, City Manager, *Public hearing to consider a recommendation by the Historical Advisory Board to the City Council to designate the Del Monte Building located at 1501 Buena Vista Avenue, a City Monument*, City of Alameda, January 21, 2004, p 2.

<sup>3</sup> This drawing set includes drawings of the approved project.



- *Public hearing to consider a recommendation by the Historical Advisory Board to the City Council to designate the Del Monte Building located at 1501 Buena Vista Avenue, a City Monument* memorandum by City Manager James M. Flint, January 21, 2004.
- Minutes of the Regular City Council Meeting, Tuesday – February 3, 2004 – 7:30 P.M.

## SIGNIFICANCE SUMMARY

As stated above, the Del Monte Warehouse is currently listed as an Alameda Monument and was found eligible for listing on the National Register, therefore the building qualifies as a historic resource per CEQA. The following paragraph is an excerpt from the city manager's 2004 Memorandum to the Historical Advisory Board regarding the designation of the Del Monte Building as a City Monument and the basis for the finding of its significance: "The Del Monte Building is significant because: it was a major element in the industrial development of the north shore of Alameda in the 20th Century; it represents the modernization of the food canning industry in America in its role as the central distributing warehouse for the California Packing Corporation in the period [of] its greatest innovation and expansion; it is a noteworthy example of 1920's industrial design; and its construction was associated with a notable builder, R.W. Littlefield."<sup>4</sup>

The character-defining features identified in previous reports regarding the Del Monte Warehouse that convey its historic significance include the "two-story, four-part, gable-roofed volume; its solid brick walls (50 bays each along the north and south façades and 12 each along the east and west façades) articulated by pilasters and spandrel panels made of a contrasting clinker brick with green tile inlay; its regularly spaced gable-roofed parapets (five each on the north and south façades and three each on the east and west façades); its shallow-pitched roof punctuated by monitors; its regularly spaced, punched door openings at the first floor level; its punched multi-lite steel industrial windows at the second floor level; its shed roof canopy and loading docks on the north and south façades; and its exposed timber framing inside the building."<sup>5</sup>

## PROPOSED PROJECT DESCRIPTION

This project description focuses on the changes between the approved and currently proposed design.<sup>6</sup>

- The monitors in bays 1 and 4 will be demolished and recreated to approximately match the existing volume.<sup>7</sup>
- Due to the demolition of the monitors in bays 1 and 4 the center portions of the interior wood trusses will be demolished at these bays (see A3.30).
- The existing monitors are divided into four sections and are broken where the gable-roofed parapets are featured on the façades. This break in the monitors will be eliminated in the proposed design. The recreated monitors in bays 1 and 4 will be extended (one unit) to meet the previously approved structures at bays 2 and 3.
- The recreated monitors will have windows that match the existing in height, although the configuration will be slightly changed to align with interior program needs. The roof of the reconstructed monitors will

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<sup>4</sup> James M. Flint, City Manager, *Public hearing to consider a recommendation by the Historical Advisory Board to the City Council to designate the Del Monte Building located at 1501 Buena Vista Avenue, a City Monument*, City of Alameda, January 21, 2004, p 2.

<sup>5</sup> Christopher VerPlanck, Memorandum, *Compliance with the Secretary of the Interior's Standards*, February 24, 2014, p 2.

<sup>6</sup> BAR architects, Del Monte Warehouse December 2018 Modifications, with details of revised windows dated 1/28/2019.

<sup>7</sup> As defined by the *Dictionary of Building Preservation* a monitor is "a linear, raised section of roof with vertical windows; used to light interior spaces." William Ward Bucher. *Dictionary of Building Preservation*. New York [etc.]: Preservation Press, 1996.

approximately match that of the existing. However, at the ridge an opening remains and will allow for light and air to the units below. The new monitors may appear slightly shorter than the existing.

- The monitors will feature aluminum windows with larger mullions (than the original) between the windows clad in matching aluminum.<sup>8</sup> The proposed changes call for the larger mullions to be clad in aluminum and proposes an increase in glazing surface at the monitors over the approved project.
- The unit count, commercial areas and parking count remain unchanged from the approvals in 2014.

## DETERMINING SIGNIFICANT EFFECTS ON HISTORICAL RESOURCES

The project has been reviewed and evaluated in this report in accordance with the requirements of CEQA. When a proposed project may adversely affect a historic resource, the California Environmental Quality Act (CEQA) requires a city or county to carefully consider possible project impacts as part of the environmental review (Public Resources Code Sections 21084 and 21084.1). CEQA equates a substantial adverse change in the significance of a historical resource with a significant effect on the environment (Section 21084.1).

A "substantial adverse change" is defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired." Further, that the "significance of an historic resource is materially impaired when a project "demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in the California Register of Historical Resources;" or "demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources..." or demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA."

Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings, or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (2017), shall be considered as mitigated to a level of less than a significant impact on the historical resource.

## EVALUATION PER THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

Of the four prescribed treatments for historic properties outlined in the *Standards*, Rehabilitation provides the most appropriate set of standards for the subject project. Rehabilitation is the "act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values."<sup>9</sup> In his memorandum of February 24, 2014, Christopher VerPlanck evaluated the then proposed changes for compliance with the *Standards*. Mr. VerPlanck's evaluation addressed the entire proposed project, which subsequently received two approvals in 2014 and 2017. The following evaluation concerns only the changes made to the approved project in 2017 and does not supersede or supplant the earlier evaluations by Mr. VerPlanck.

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<sup>8</sup> In 2017 replacing the existing steel windows at the monitors with aluminum windows was approved.

<sup>9</sup> U. S. Department of the Interior. National Park Service, Technical Preservation Services. *The Secretary of the Interiors Standards for Treatment of Historic Properties with Guideline for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings*. (Washington, D.C., 2017) p 2.

***Standard 1: A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.***

Comment: While the building originally functioned as a warehouse, the proposed changes do not propose any modification of use from the one that was previously approved – retail and residential. The conversion of the property to a retail and residential building can be done while retaining the character-defining features of the structure. Warehouse buildings lend themselves to alterations, as most, like this one, have open flexible interior spaces with most of the architectural detail on the exterior.

As designed, the proposed changes will be in compliance with Rehabilitation Standard 1.

***Standard 2: The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.***

Comment: The proposed changes will maintain the historic character of the subject property as defined by its character-defining features including its two-story volume, brick walls with tile inlay and articulated pilasters, gable-roofed parapets, roof monitors, and rhythmic window openings. The proposed changes include removing a portion of the roof that runs down the center of the building where monitors are located in bays 1 and 4. Perforce, the monitors will also be removed.

In bays 1 and 4 the monitors will be recreated with new multi-lite aluminum-sash windows. Wider window mullions, within the monitor windows and necessitated by program requirements, will be clad in metal to create a ribbon appearance window along the north and south sides of the monitors. The impact to the exterior appearance of the building will be minimal once the monitors are recreated.

Overall, the removals, or alterations, will not impact the historic character of the Del Monte Warehouse as much of the extant façade is remaining. As proposed, the project changes will be in compliance with Rehabilitation Standard 2.

***Standard 3: Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.***

Comment: The proposed changes do not include architectural features that suggest a false sense of historical development and does not include any conjectural features. Although the proposed changes involves recreating the monitors in bays 1 and 4, the new work will not create a false sense of historical development and will be simple in design and contemporary in character. Compatible multi-lite aluminum-sash windows will be installed at the monitors. As proposed, the changes will be in compliance with Rehabilitation Standard 3.

***Standard 4: Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.***

Comment: None of the previous alterations to the building have acquired significance over time and do not possess historical significance. Therefore, the proposed changes will be in compliance with Rehabilitation Standard 4.

***Standard 5: Distinctive features, finishes, and construction techniques or examples of fine craftsmanship that characterize a property will be preserved.***

Comment: The proposed changes maintain and preserve the Del Monte Warehouse's character-defining features, including its brick exterior walls with decorative tile detailing, the clinker brick detailing, the overall volume of the structure at bays 1 and 4, and the parapets. The proposed changes include the removal of the roof and monitors; however, the original form of the roof with the monitor will be recreated. Therefore, the proposed changes will be in compliance with Rehabilitation Standard 5.

***Standard 6: Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacements of a distinctive feature, the new feature will match the old in design, color, texture and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.***

Comment: The proposed changes do not call for the repair or replacement of any deteriorated historic features. Therefore, the proposed changes will be in compliance with Rehabilitation Standard 6.

***Standard 7: Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.***

Comment: The proposed changes do not involve chemical or physical treatments which will impact or damage historic materials or features. Therefore, it will be in compliance with Rehabilitation Standard 7.

***Standard 8: Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures will be undertaken.***

Comment: See Christopher VerPlanck's Memorandum of February 24, 2014.

***Standard 9: New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.***

Comment: The proposed changes call for demolition and recreation of the monitors in bays 1 and 4. The window configurations are slightly modified from the approved project and allow for more glazing and create a stronger horizontal band. These window modifications at the reconstructed monitors reflect more closely the existing window configuration, which is a band of multi-lite steel windows. Recreating the monitors at approximately the same height as the existing, with an identical roof slope, does not deter from the character of the rest of the structure. The proposed changes are in compliance with Rehabilitation Standard 9.

***Standard 10: New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.***

Comment: The proposed changes call for the removal of the center portion of the trusses in bays 1 and 4 and for the recreation of a monitor at the roof at these two bays. If called for, the proposed changes could

be removed with some difficulty and the "essential form and integrity of the historic property" reconstructed based on existing documentation of the building. Therefore, the proposed changes to the project will be in compliance with Rehabilitation Standard 10.

## **STANDARDS' EVALUATION SUMMARY**

Based on the above analysis, the changes to the proposed project (December 2018 Modification drawings) from the approved project at the Del Monte Warehouse, appear to be consistent with the *Standards*. Therefore, the project would not result in a substantial adverse change in the significance of or cause an indirect impact to a historical resource as defined by CEQA Guidelines Section 15064.5(b).

## **AUTHORS' QUALIFICATIONS**

This report has been prepared by Hisashi Sugaya, Elizabeth Graux, AIA and Kimberly Butt, AIA, whom exceed the Secretary of the Interior's Professional Qualification Standards for architectural history and historic architecture as published in the Code of Federal Regulations, 36 CFR Part 61.

## REFERENCES

- California Environmental Quality Act, Sections 21000-21189.57. Section 15064.5, Public Resources Code, State of California.
- City of Alameda, Minutes of the Regular City Council Meeting, Tuesday – February 3, 2004 – 7:30 P.M.
- Bucher, William Ward, *Dictionary of Building Preservation*. New York [etc.]: Preservation Press, 1996.
- Duncan, Patricia, *National Register 101: Seven Aspects of Integrity*. (Office of Cultural Development, Department of Culture, Recreation and Tourism, Louisiana State Historic Preservation Office, March 2011).
- Nelson, Lee H., National Park Service, U.S. Department of the Interior. *Technical Preservation Brief 17 - Architectural Character – Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character*, *Technical Preservation Briefs*, <http://www.nps.gov/tps/how-to-preserve/briefs/17-architectural-character.htm> (accessed March 8, 2016).
- U. S. Department of the Interior, National Park Service, Technical Preservation Services. *The Secretary of the Interiors Standards for Treatment of Historic Properties with Guideline for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings*. (Washington, D.C., 2017).
- VerPlanck, Christopher, Memorandum, *Compliance with the Secretary of the Interior's Standards*, February 24, 2014.
- VerPlanck, Christopher, Memorandum, *Proposed Window Replacements*, February 22, 2017.

## APPENDIX

Proposed Project Plans (BAR architects, December 2018 Modifications including revised windows 1/28/2019)